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JUNE, 1915

A SUMMARY  
OF  
CHILD WELFARE WORK  
IN PENNSYLVANIA

BY HASTINGS H. HART, LL.D.

INSPECTOR DEPARTMENT OF CHILD-HELPING  
RUSSELL SAGE FOUNDATION

A REPRINT OF THE INTRODUCTION TO A STUDY OF  
PENNSYLVANIA CHILD-HELPING AGENCIES AND INSTITUTIONS  
BY WILLIAM H. SLINGERLAND, PH. D., SPECIAL AGENT



DEPARTMENT OF CHILD-HELPING  
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110 EAST TWENTY-SECOND STREET  
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## PREFATORY NOTE

**I**N THE following Introduction to Dr. Slingerland's study of Pennsylvania child-helping agencies and institutions the writer has made a comparison of the capital invested in the child-helping institutions of the six states of California, Massachusetts, Maryland, New Hampshire, New York, Ohio, and Pennsylvania, and the District of Columbia, aggregating about \$175,000,000, with current expenses amounting to \$19,165,000 annually. These figures are approximate but are under, rather than over, the actual amount.

A comparison has been made also of the subsidy system whereby institutions privately incorporated are aided from the public treasury, in the four states of New York, California, Maryland, and Pennsylvania. The results of this study have been reduced to the form of ratios for the convenience of comparison.

An abstract has been made from Dr. Slingerland's tables showing the rather striking differences between the relative investment and expenditure and the relative amount of work done for children in the eastern and western sections of Pennsylvania.

It is believed that this material will be found very interesting to all students of children's work, both in and out of Pennsylvania.

HASTINGS H. HART.

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## INTRODUCTION

BY HASTINGS H. HART, LL.D.

Director Department of Child-Helping of the Russell Sage Foundation

**P**ENNSYLVANIA is far in advance of any other state of the Union in the magnitude and generosity of her investments for dependent, delinquent, and defective children. In the study here exhibited Dr. Slingerland has recorded no less than 210 institutions and 53 societies organized for child welfare work. The state of New York comes next with about 188 institutions and child welfare societies.

### COMPARISON OF EIGHT STATES

We have made as full a list as possible of the corresponding institutions and societies for the states of New York, California, Maryland, New Hampshire, Massachusetts, Ohio, and the District of Columbia, which show the largest relative amount of institutional provision for children, with the results shown in Table A.

### PENNSYLVANIA'S LIBERALITY

It will be seen from the statements in Table A that the state of Pennsylvania has invested in institutions for dependent, delinquent, and defective children, about \$76,000,000,\* an amount equal to about \$10 for every man, woman, and child in the commonwealth. This study includes 210 institutions, but more than half of this great investment is in two institutions: Girard College (\$34,000,000), and the Widener Memorial School for Crippled Children (\$5,132,000); but even omitting these two institutions, Pennsylvania's investment for these classes of children amounts to \$36,747,000, which is \$479,400 for each 100,000 inhabitants, a ratio

\*This does not include Carson College for Girls or Ellis College for Girls, with assets of about \$9,000,000, because they are not yet in operation.



# CHILD WELFARE WORK IN PENNSYLVANIA

exceeded only in the states of New York and Maryland and the District of Columbia.

TABLE A.—INSTITUTIONS FOR DEPENDENT, DELINQUENT, AND DEFECTIVE CHILDREN\*

State	Amounts invested in children's institutions	
	Total <sup>b</sup>	Amount per 100,000 inhabitants
1 Pennsylvania	\$75,879,100	\$989,900
2 District of Columbia	2,280,000	689,000
3 New York	56,745,000	622,600
4 Maryland	6,644,000	512,900
5 California	10,614,300	446,400
6 New Hampshire	1,659,000	383,200
7 Ohio	12,780,000	268,100
8 Massachusetts	8,290,000	246,300
<hr/>		
Pennsylvania, omitting Girard College and Widener Memorial School	\$36,747,100	\$479,400
State	Current expenses of children's institutions	
	Total <sup>b</sup>	Amount per 100,000 inhabitants
1 District of Columbia	\$379,000	\$114,500
2 New York	8,027,000	88,100
3 California	1,699,256	71,470
4 Massachusetts	2,021,000	60,000
5 Pennsylvania	4,183,000	54,600
6 Maryland	671,000	51,800
7 Ohio	2,008,000	42,100
8 New Hampshire	181,000	42,000
State	Children in institutions	
	Total <sup>b</sup>	Number per 100,000 inhabitants
1 New York	48,400	531
2 District of Columbia	1,635	494
3 California	8,860	372
4 Maryland	4,389	339
5 Ohio	15,570	327
6 New Hampshire	1,375	319
7 Pennsylvania	21,859 <sup>c</sup>	285
8 Massachusetts	7,935	236

\* The figures are given for both public and private institutions. They cover the nearest year to 1912 obtainable, ranging from 1910 to 1913.

<sup>b</sup> The statements are approximate for the District of Columbia, New York, Ohio, and New Hampshire; the figures for institutions not listed by the United States Census or state reports being partly estimated.

<sup>c</sup> This number differs slightly from that in the general tables (21,745) because it includes certain institutions for delinquents not listed there.

## INTRODUCTION

We have considered omitting Girard College and the Widener Memorial School from the tables because they derange the comparisons for all of the institutions included in the study; it did not seem fair, however, to exclude them because they are an essential factor in the child-helping work of the state. It seemed best, therefore, to make the comparative tables in two ways, showing first the statistics, including these two institutions; and second the statistics, leaving them out of account.

This splendid array of establishments for the benefit of the needy children of the state is a noble monument to the generosity of her citizens; not only the millionaires who of their abundance have laid great foundations to promote the welfare of thousands of children, but also the multitudes of good people who have united to combine small gifts for the establishment of modest homes for children in all parts of the state. The child-helping work in Pennsylvania is quite as remarkable for its small institutions as for its great ones, as may be seen by the comparison (see Table B) with the size of similar institutions in New York, which shows that the orphanages and children's homes of Pennsylvania are, on the average, a little more than one-third as large as those in New York.

TABLE B.—RELATIVE SIZE OF INSTITUTIONS FOR DEPENDENT CHILDREN\*

Children per institution	Institutions		Average number of children per institution	
	New York	Pennsylvania	New York	Pennsylvania
More than 1,000	7	2	1,677	1,319
500 and less than 1,000	14	1	682	575
250 and less than 500	18	5	334	319
100 and less than 250	44	29	150	160
50 and less than 100	35	39	62	68
Less than 50	31	76	31	25
Total	149	152 <sup>b</sup>	249	92

\* Private institutions only.

<sup>b</sup> Not including 22 institutions for combined care of adults and children, and one institution for which the number of children is not available.

The smaller institutions of Pennsylvania give opportunity for homelike conditions and, while some of them lack the necessary

## CHILD WELFARE WORK IN PENNSYLVANIA

equipment to do efficient work, many of them serve only as temporary receiving homes until the children can be distributed into the more favorable environment of selected family homes. On the whole, the smaller Pennsylvania unit is much to be preferred. It is a significant fact that the ratio of all children in institutions in Pennsylvania per 100,000 inhabitants (285) is only a little more than half that of the state of New York (531). The ratio of dependent children in institutions in Pennsylvania (203) is less than half that in New York (409).

### INSTITUTIONS OF EASTERN AND WESTERN PENNSYLVANIA

The state of Pennsylvania is divided by the Allegheny Mountains into two sections which differ both in the amount and quality of their work for children. The eastern section has the two great endowed institutions, Girard College and the Widener Memorial School; but, even without these two institutions, the eastern section has more liberal provision for children and more efficient work than the western section.

The line between the eastern and western sections is not clearly defined, but we have counted the following 27 counties in the western section: Allegheny, Armstrong, Beaver, Butler, Cambria, Cameron, Center, Clarion, Clearfield, Clinton, Crawford, Elk, Erie, Fayette, Forest, Greene, Indiana, Jefferson, Lawrence, McKean, Mercer, Potter, Somerset, Venango, Warren, Washington, and Westmoreland. The remaining 40 counties are included in the "eastern section," which, according to the census of 1910, had 4,736,596 inhabitants, while the western section had 2,928,515.

Table C and the statements which follow exhibit the work and the expenditures in behalf of dependent, delinquent, and defective children in the two sections of the state, and indicate the disadvantages under which the institutions of the western section labor for lack of sufficient financial resources.

The foregoing statement reveals the fact that while the capital invested in institutions for children in the eastern section of Pennsylvania, in proportion to the population, is over four times as much as in the western section, the average number of children in

# INTRODUCTION

TABLE C.—COMPARISON OF WORK AND RESOURCES OF INSTITUTIONS FOR DEPENDENT, DELINQUENT, AND DEFECTIVE CHILDREN IN EASTERN AND WESTERN SECTIONS OF PENNSYLVANIA\*

	Eastern section, 40 counties		Western section, 27 counties
	All institutions	Omitting Girard and Widener	
Entire population, census of 1910	4,736,596	4,736,596	2,928,515
Number of institutions for children	132	130	78
Average number of children in care	14,340	12,750	7,410
Average number of children per institution	109	98	95
Children placed in family homes	1,281	1,281	741
Capital invested	\$66,233,600	\$27,101,600	\$9,645,500
Current expense	2,970,400	2,286,500	1,212,900
Current expense per child	207	179	164
Public funds received	806,800	806,800	629,710
Public funds per child	56	63	85
FIGURES PER 100,000 INHABITANTS			
Number of institutions	2.8	2.7	2.7
Average number of children in care	303	269	253
Children placed in family homes	27	27	25
Capital invested	\$1,398,300	\$572,200	\$329,400
Current expense	62,700	48,300	41,400
Public funds received	17,030	17,030	21,500

\* Including public and private institutions.

care for each 100,000 people is only one-fifth greater, being 303 in the eastern section against 253 in the western section.

The current expenses are larger in the eastern section, in proportion to the population and also in proportion to the number of children cared for. This would be expected, in view of the larger resources of the eastern section. The current expense account is \$62,700 for each 100,000 people in the east, as against \$41,400 in the west. The expense per child is \$207 in the east, as against \$164 in the west.

If we eliminate the great institutions, Girard College and the Widener Memorial School, the differences are reduced, but the balance is still largely in favor of the eastern section, except in the amount of public funds received, which is \$21,500 for each 100,000 people in the western section as against \$17,030 in the eastern section.

It is not safe to jump at conclusions from these comparisons. The larger expenditure in the east may or may not represent extravagance; the smaller expenditure in the west may or may not represent wise economy on the one hand or niggardliness on the

## CHILD WELFARE WORK IN PENNSYLVANIA

other. The larger expenditure of public funds in the western section may represent discrimination on the part of the legislature in favor of the west, or it may be simply a due recognition of the fact that the private resources of the west are less than those of the east.

### STATE AND COUNTY HOMES

There are in Pennsylvania five state and county homes for dependent children containing about 620 children. Of these homes two are located in Eastern Pennsylvania and three in Western Pennsylvania. The investment in these five homes for land, buildings, and so on, is \$315,000, and their current expenses amount to about \$150,000 annually.

There is rather a surprising difference between the showing made by these homes in the two sections of the state as indicated by the following statement by ratios:

	Amounts per 100,000 inhabitants	
	Eastern section	Western section
Average number of children in care	10.6	4.1
Children placed in family homes	0.5	1.6
Capital invested	\$4,032	\$4,234
Current expense	2,647	848

It will be observed that while the amount of capital invested per 100,000 inhabitants is less in the east than in the west, the expense per 100,000 inhabitants is three times as great in the east. The expense per child is about 20 per cent greater (\$249 per child in the east as against \$207 in the west).

### PRIVATE COTTAGE INSTITUTIONS FOR DEPENDENT CHILDREN

There are 43 private cottage institutions for dependent children included in the study. Thirteen of these institutions were founded before 1890, six between 1890 and 1900, and 24 from 1900 to 1913. The following is a summary of their statistics, reduced to ratios:

## INTRODUCTION

	Amounts per 100,000 inhabitants *	
	Eastern section	Western section
Average number of children in care	27	16
Children placed in family homes	2.5	2.9
Capital invested	\$210,100	\$21,800
Current expense	8,120	3,100
Public funds received	629	508

\* Including private institutions only.

This statement reveals the fact that the eastern section has ten times as much money, per 100,000 inhabitants, invested in cottage institutions which represent the most modern equipment and methods, as the western section, while the current expense is less than three times as great. The excess in investments in the eastern institutions is largely due to endowments. The difference in the relative expenditures for current expense is largely due to superior equipment and more efficient administration. In some of the western institutions the entire expenditure for salaries is not more than would be adequate to secure the services of one competent employe.

### PRIVATE CONGREGATE INSTITUTIONS FOR DEPENDENT CHILDREN

The study includes 110 private institutions of the congregate type for dependent children, of which 25 have been organized within the last 15 years. The following is a summary of the statistics of these institutions, reduced to ratios:

	Amounts per 100,000 inhabitants *		
	Eastern section, 40 counties		Western section, 27 counties
	All institutions	Omitting Girard and Widener	
Average number of children in care	175	144	135
Children placed in family homes	14.6	14.6	7.3
Capital invested	\$943,200	\$225,400	\$177,800
Current expense	31,500	19,300	16,300
Public funds received	2,647	2,647	2,888

\* Including private institutions only.

## CHILD WELFARE WORK IN PENNSYLVANIA

The investment per 100,000 inhabitants in private congregate institutions in the western section is only 19 per cent of that in the eastern section, but the annual expenditure for current expense in the west is 52 per cent of that in the east, while the number of children cared for is 77 per cent. In other words, with an investment only one-fifth as large in proportion to the population, and a current expense fund only one-half as large, the west is taking care of three-fourths as many children in proportion to the population as the east. As a result we find that the annual expenditure per child is \$180 in the east and only \$120 in the west. The per capita expense in the east is not excessive in these times, and the expenditure in the west is too little to enable the institutions to do justice to their children, either as to physical care or as to education. This is all the more true in those institutions which show a current expense of less than \$100 per capita.

### COTTAGE AND CONGREGATE INSTITUTIONS COMBINED

The total investment in private institutions for dependent children, not including 22 institutions for the combined care of adults and children, is \$54,627,200 in the eastern section as against \$5,845,400 in the western section, which is almost ten times as much. Girard College has \$34,000,000 of the eastern investment of \$54,627,200, leaving only \$20,627,200 for the remaining 98 institutions; but omitting Girard College we still have an investment of \$435,500 for each 100,000 of the population in the east as against \$199,600 in the west.

### INSTITUTIONS FOR DELINQUENT CHILDREN

We have listed in Pennsylvania eleven homes and training schools for delinquent children, of which seven are located in the eastern section and four in the western section. The average population of the eleven institutions was about 2,650. The amount invested was about \$4,000,000, and the annual expenditure about \$546,000. The current expense per child was \$188 in the eastern section and \$254 in the western. The comparative differences between the institutional work for delinquents in the eastern and western sections is indicated by the following statement:

## INTRODUCTION

	Amounts per 100,000 inhabitants*	
	Eastern section	Western section
Average number of children in care	40	25
Children placed in family homes	6.9	3.2
Capital invested	\$49,300	\$57,100
Current expense	7,565	6,407

\* Including public and private institutions.

It is interesting to note that the number of delinquent children per 100,000 inhabitants in care in the two sections is 8 to 5 in favor of the eastern section; but that the relative amount of capital invested is one-seventh greater in the west than in the east. It is interesting also to observe that while the expense per inhabitant is less in the west because of the smaller relative number, the cost per child is 35 per cent greater in the west than in the east. It would appear that it might be profitable to study the possibility of standardizing this work in the two sections of the state. The difference is partly due to the fact that one of the western institutions is new and is in process of development, while another has been undergoing gradual reconstruction.

### DETENTION HOMES OF JUVENILE COURTS

Although the law contemplates a detention home for the care of children awaiting the action of the juvenile court in every county, there were only nine such detention homes in Pennsylvania in 1912, of which four were in the eastern section and five in the western section. Only three have buildings of their own, located at Philadelphia, Norristown, and Erie. Only two, those in Pittsburgh and Philadelphia, contained as many as 10 children at the close of the year. The total number of children cared for during the year was 4,651. No ratios are given for the detention homes for the reason that only four of them handled any considerable number of children.

Dr. Slingerland has called attention to the necessity for providing detention homes throughout the state. In cases where the



## CHILD WELFARE WORK IN PENNSYLVANIA

number of children is not sufficient to justify the county in maintaining a public institution for that purpose, it is entirely practicable to arrange with some responsible citizen to receive and care for any such children in a private home at a suitable per diem rate. This method has been in successful operation even for so large a city as Boston.

### INSTITUTIONS FOR FEEBLE-MINDED CHILDREN

The state of Pennsylvania has four institutions for feeble-minded and epileptic children, two in the eastern part of the state and two in the western part. Two of these are public institutions, maintained and administered by the state; two are private institutions, conducted by private boards of trustees. One of the latter derives 74 per cent of its maintenance from public funds, and the other, 43 per cent.

These four institutions had a total population in 1913 of 3,114 inmates. The amount invested is about \$3,861,000 and the annual expense about \$682,000. The current expense per child was \$238 in the eastern section and \$202 in the western. The following is a statement of the work for feeble-minded children, reduced to ratios:

	Amounts per 100,000 inhabitants *	
	Eastern section	Western section
Average number of children in care	31	56
Capital invested	\$52,200	\$47,500
Current expense	7,430	11,276

\* Including public and private institutions.

### INSTITUTIONS FOR CRIPPLED CHILDREN

Pennsylvania has six institutions for crippled children, four in the eastern section and two in the western, with a united capacity of 295. The total investment is \$5,753,000, of which \$5,132,000 is that of the Widener Memorial School in Philadelphia. The current expense amounts to about \$164,000 per year.

## INTRODUCTION

The Widener Memorial School stands in a class by itself. Omitting the Widener Memorial School, the following is a statement of the work for crippled children, reduced to ratios:

	Amounts per 100,000 inhabitants*	
	Eastern section	Western section
Average number of children in care	2.1	2.5
Capital invested	\$9,300	\$6,100
Current expense	661	873

\* Including private institutions only.

### DEPENDENT, DELINQUENT, AND DEFECTIVE CHILDREN\*

Table D presents a comparison of children's institutions in four states, as nearly as can be ascertained from the reports of the United States Bureau of the Census, the state boards of charities, and the institutions themselves.

It will be seen that there were reported in the state of New York dependent, delinquent, feeble-minded, and crippled children in institutions to the number of 48,400; in California 8,860; in Maryland 4,076; and in Pennsylvania 21,859. The total number of children reported in institutions out of each 100,000 inhabitants was as follows: New York 531, California 372, Maryland 315, and Pennsylvania 285.

The average current expense for each child was as follows: New York \$166, California \$192, Maryland \$142, and Pennsylvania \$191.

The amount of current expense in children's institutions for each 100,000 inhabitants was as follows: New York \$88,075, California \$71,470, Maryland \$44,770, and Pennsylvania \$54,580.

DEPENDENT CHILDREN IN INSTITUTIONS. The number of dependent children in institutions for each 100,000 inhabitants in the states named is approximately as follows: New York 409, California 290, Maryland 170, Pennsylvania 203; the expense of caring for dependent children in institutions for each 100,000 inhabitants:

\* See Table D, page 14.

# CHILD WELFARE WORK IN PENNSYLVANIA

TABLE D.—COMPARISON OF INSTITUTIONS FOR DEPENDENT, DELINQUENT, AND DEFECTIVE CHILDREN IN FOUR STATES, 1912<sup>a</sup>

	New York	California	Maryland	Pennsylvania
NUMBER OF INHABITANTS	9,113,600	2,377,500	1,295,300	7,665,100
AVERAGE NUMBER OF CHILDREN REPORTED IN INSTITUTIONS				
Number				
Dependent	37,267	6,895	2,197	15,576
Delinquent	6,146	1,029	1,780	2,900 <sup>b</sup>
Feeble-minded	3,802	936	329	3,114
Crippled	1,185	..	83	269
Total	48,400	8,860	4,389	21,859 <sup>b</sup>
Number per 100,000 inhabitants				
Dependent	408.9	289.7	169.6	203.2
Delinquent	67.4	43.3	137.4	37.8
Feeble-minded	41.7	39.4	25.4	40.6
Crippled	13.0	..	6.4	3.5
Total	531.1	372.4	338.8	285.2
EXPENSE OF CARE OF CHILDREN IN INSTITUTIONS				
Amount				
Dependent	\$5,685,700	\$1,092,911	\$326,998	\$2,747,177
Delinquent	1,333,900	426,563	248,890	590,036
Feeble-minded	733,600	179,782	57,007	682,119
Crippled	273,800	..	38,594	163,920
Total	\$8,027,000	\$1,699,256	\$671,489	\$4,183,252
Amount per child				
Dependent	\$153	\$159	\$149	\$176
Delinquent	217	415	140	203
Feeble-minded	193	192	173	219
Crippled	231	..	405	609
Total	\$166	\$192	\$153	\$191
Amount per 100,000 inhabitants				
Dependent	\$62,380	\$45,970	\$25,245	\$35,840
Delinquent	14,640	17,940	19,215	7,700
Feeble-minded	8,050	7,500	4,401	8,900
Crippled	3,005	..	2,979	2,140
Total	\$88,075	\$71,470	\$51,840	\$54,580

<sup>a</sup> Including public and private institutions.

<sup>b</sup> Including several institutions for delinquents not listed in the main Pennsylvania tables and omitting the detention homes. This affects slightly the figures respecting delinquents throughout this table.

## INTRODUCTION

New York \$62,380, California \$45,970, Maryland \$25,245, Pennsylvania \$35,840; the expense per child in institutions for dependent children: New York \$153, California \$159, Maryland \$149, and Pennsylvania \$176.

**DELINQUENT CHILDREN IN INSTITUTIONS.** The number of delinquent children in institutions for each 100,000 inhabitants, in the states named, is approximately as follows: New York 67, California 43, Maryland 137, Pennsylvania 38. The expense of caring for delinquent children in reformatories for each 100,000 inhabitants is: New York \$14,640, California \$17,940, Maryland \$19,215, Pennsylvania \$7,700. The expense per child in institutions for delinquent children is: New York \$217, California \$415, Maryland \$140, Pennsylvania \$203.

**FEEBLE-MINDED CHILDREN IN INSTITUTIONS.** The number of feeble-minded in institutions for each 100,000 inhabitants, in the states named, is approximately as follows: New York 42, California 39, Maryland 25, Pennsylvania 41. The expense for caring for feeble-minded children in institutions for each 100,000 inhabitants is: New York \$8,050, California \$7,560, Maryland \$4,401, Pennsylvania \$8,900. The expense per child in institutions is: New York \$193, California \$192, Maryland \$173, Pennsylvania \$219.

In 1911 a commission was created in Pennsylvania "to take into consideration the number and status of the feeble-minded and epileptic persons." This commission found 1,146 feeble-minded persons in insane hospitals and 2,627 in almshouses, county-care hospitals, reformatories, and prisons, most of whom are maintained at a much higher cost than would be necessary in custodial institutions. A large part of them are feeble-minded women of child-bearing age who can not be sufficiently protected where they now are. Two hundred and four of them are in reformatories and prisons where they interfere seriously with the legitimate work of the institution. The commission estimated that there were at least 20,000 feeble-minded persons in immediate need of institutional care and they recommended a large increase in the institutional provision—especially for women of the child-bearing age.

The legislature of 1913 responded by appropriating \$200,000

## CHILD WELFARE WORK IN PENNSYLVANIA

to assist the city of Philadelphia in building for 500 imbeciles and morons at Byberry. They also appropriated \$40,000 for preliminary work upon a state "Village for Feeble-Minded Women."

**CRIPPLED CHILDREN IN INSTITUTIONS.** The number of crippled children in institutions for each 100,000 inhabitants, in the states named, is approximately as follows: In New York 13, in California none, in Maryland 6.4, in Pennsylvania 3.5. The expense for caring for crippled children for each 100,000 inhabitants is: New York \$3,005, California none, Maryland \$2,979, Pennsylvania \$2,140. The expense per child in institutions is: New York \$231, California none, Maryland \$465, Pennsylvania \$609.

## GIRARD COLLEGE

The greatest institution for dependent children in Pennsylvania is Girard College, for orphan boys. It has probably the largest endowment of any educational institution in America. The college was founded in 1831 and was opened in 1848. The value of the original bequest amounted to about \$6,000,000, most of which consisted of lands. Mr. Girard decreed that these lands should not be sold, but be rented or leased. The discovery of valuable coal deposits produced a large income whereby the assets have rapidly increased. The value of lands, buildings, and endowments have been, approximately, as follows: 1831, \$6,000,000; 1892, \$15,000,000; 1902, \$24,000,000; 1912, \$34,000,000, of which \$5,000,000 were invested in buildings and equipment. The assets are now increasing at the rate of about \$1,500,000 per year.

The capacity of the college is 1,528 boys, and the average number is nearly 1,500. About 9,000 boys have enjoyed the benefits of the college since its opening.

The annual expenses, at the last report, were \$577,000, about \$386 per boy, absorbing only about 27 per cent of the income. This amount is entirely sufficient for the present numbers and the present curriculum. It provides a staff of about 450 members. There are primary, grammar, and high schools, and the following mechanical pursuits: mechanical drawing, carpentry and woodworking, machine shop practice, electrical construction, foundry and forge practice, and smithing. Instruction is given in

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bookkeeping, office practice, shorthand, typewriting, and commercial law.

Boys are received at six to ten years of age and are dismissed before reaching the age of eighteen. Most of them are received between the ages of eight and nine and dismissed between the ages of sixteen and seventeen.

There is no question as to the great work which has been accomplished for the 9,000 boys who have come under the care of this great school, or of the conscientious fidelity with which the trustees and officers have discharged their obligations. It is recognized, however, that the time has come in the evolution of the college when it is necessary, in order to carry out the beneficent purpose of the founder, to enlarge the scope of the college. If there were no other reason, the fact that the college is unable to use its income under the prescribed order, and has already accumulated \$34,000,000 of assets, would compel them to seek an enlargement of their opportunities. The legislature and the courts have already modified the original terms of the will in some respects, and they can unquestionably make further modifications.

In view of the fact that there does not appear to be a sufficient number of eligible "orphan boys" (that is, boys who have lost either both parents or the father) in Pennsylvania to utilize the resources of the college, it would seem that its scope might be enlarged to include any "dependent boy," as defined by the laws of Pennsylvania. If this change should not discover a sufficient number, it might be necessary to negotiate with institutions and child-helping societies in the state of New York, since boys from that state are eligible under the terms of the will.

It would seem desirable that one or more branches of Girard College should be established in other parts of Pennsylvania. An examination of the record shows that, out of 1,512 boys in the college in 1912, about 109 came from the 27 western counties. If a branch were established in Western Pennsylvania it would doubtless attract a much larger number.

In the future development of Girard College, the cottage plan should be adopted and should be developed along the lines of such institutions as the Good Will Farm at Hinckley, Maine;

## CHILD WELFARE WORK IN PENNSYLVANIA

the Children's Village at Chauncey, New York; the Hebrew Sheltering Guardian Orphan Asylum at Pleasantville, New York; and the Thorn Hill School at Warrendale, Pennsylvania. The Hebrew Sheltering Guardian Orphan Asylum, in particular, presents an admirable combination, for boys of corresponding age, of a school of letters and a vocational school with practical and industrial training. By making each cottage a separate domestic unit, and by limiting the number to 15 or 20 boys, it is possible to approximate the conditions of an ordinary family home and to do away with most of the evils of "institutionalism."

It is generally recognized at the present time that institutions of this class ought to present opportunities for agricultural training, and that those boys who develop aptitude for country life should be prepared and encouraged for it. It is recognized also that, even for boys who are to make their home in the city, it is a good thing to learn something of farming, gardening, horticulture, domestic animals, camping, "hiking," swimming, and that it is important to have abundant room for playgrounds and for space between buildings. For these reasons, nearly all of the new establishments for children are being located on farms of from 50 to 1,000 acres. The New York State Agricultural and Industrial School at Industry, and the Thorn Hill School at Warrendale, Pennsylvania, have farm cottages each of which has a small farm of 30 or 40 acres which is worked by the boys of the cottage, with a separate stable, team, cows, and so on. A central industrial group of cottages provides for boys who are receiving industrial training.

In his annual report for 1911, President Cheesman A. Herick of Girard College said: "In the last annual report attention was directed to the desire of Stephen Girard to have his institution founded under country conditions. . . . The requirements of Girard were that agriculture should be in the list of occupations to which boys were to be sent from the college. . . . Under present conditions we are not making our contribution to the great need of the time for intelligence on and interest in the country. Nor can I think we are fully meeting the requirements set by the Girard will. We are not only failing to render the largest possible service to the city boy, but we are doing even greater damage to

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the boys from the rural districts in Pennsylvania, by rearing them under city conditions and giving them a city education. . . . From every consideration I can see nothing but gain from such a rural establishment. . . . As a matter of policy I trust your honorable board will deem it unwise ever to increase the population in the present establishment of Girard College. . . . Taking all these facts into consideration, I am moved to recommend in strong terms that you take title to a large tract of land, so that we may plan for the future development on this of an agricultural branch of the college."

This recommendation is eminently wise and ought to be adopted without further delay.

## CHILD-CARING AGENCIES

Pennsylvania has 37 child-placing societies\* for the care of dependent children, 12 in the eastern section and 25 in the western, which is about one-fourth of all the societies of this class in the United States. In addition to these the report covers eight humane societies and the Pennsylvania Society to Protect Children from Cruelty, five in the eastern section and four in the western, which care for neglected children. The following is a summary of the statistics of the child-caring agencies, reduced to ratios:

TABLE E.—WORK OF CHILD-CARING AGENCIES IN PENNSYLVANIA

	Amounts per 100,000 inhabitants	
	Eastern section	Western section
<b>CHILD-PLACING SOCIETIES</b>		
Children under care	66	40
Children reported placed in family homes	11.9	11.2
Current expense	\$3,125	\$1,588
Public funds received	1,201	331
<b>HUMANE SOCIETIES*</b>		
Children under care	73.0	34.5
Children reported placed in family homes	4.6	2.1
Current expense	\$1,925	\$329
Public funds received	316	94

\* Including the Pennsylvania Society to Protect Children from Cruelty.

An examination of this statement reveals the reason, in part at least, for the excess of institutional children in the western sec-

\* Not including seven special child-caring agencies. See Table 12, p. 156.



#### CHILD WELFARE WORK IN PENNSYLVANIA

tion. The child-placing societies of the western district include 23 county children's aid societies. These societies pride themselves upon doing all of their work through volunteer agencies and using no paid agents. The 23 societies employ one "actuary" who keeps the joint records and acts as an exchange agent for the interchange of children among the 23 societies. The Allegheny County society has employed one paid agent at Pittsburgh. The societies of Washington County and Mercer County each employ one paid agent, part time, paying in the one case \$180 per year, and in the other case \$75 per year. Whatever case work is done falls to the volunteer members of the several county societies, who give a great deal of time and thought to this work.

It is impossible, however, for any volunteers to carry on this responsible and exacting work with due efficiency. It requires a great deal of time to give adequate investigation to such cases, and it requires even more time to select homes properly and to visit and supervise the children after they are placed out. The whole matter of placing-out children is a technical work, and it requires people of training and experience who can give their whole time to it. The plan of having such technical and expert work performed entirely by volunteers harks back to the days of spinning wheels and hand looms, the days when doctors were few and for the most part ill-educated, and when trained nurses were unknown. Most of the children's societies in Western Pennsylvania keep very imperfect records, or none at all worthy of the name; they do not seem to have any conception of what modern record keeping means.

In our judgment, the fact that the western child-placing societies expended only half as much in proportion to population as the eastern societies, and the fact that they drew from the public treasury only 28 per cent as much money in proportion to the population for the maintenance of their societies, indicate not economy but neglect. Few if any of these societies have been accustomed to make any adequate case study in order to ascertain in advance just what ought to be done for a child and just who ought to do it.

The humane societies and the societies for prevention of cruelty to children which care for neglected children show a similar

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difference in favor of the eastern section. The eastern societies cared for more than twice as many children in proportion to the population as the western societies, and they expended more than six times as much money in proportion to the population. The eastern societies are not content to bring the recreant parent into court and punish him by fine and imprisonment, but they endeavor to ascertain why the parent neglects the child or treats it with cruelty and, if possible, to bring to bear upon the family such reconstructive influences as will inspire the purpose and desire in the hearts of the parents to meet their parental obligations. It is far better to quicken parental affection and parental conscience than simply to inflict upon an ignorant and untrained parent a punishment whose purpose and spirit he is entirely unable to comprehend. It is being recognized that, in order to accomplish this higher reconstructive purpose, it is necessary to employ agents of training and education. The day is past when the interests of a neglected child can be committed to an agent whose chief qualifications are physical courage and general goodwill towards suffering children.

The opinion developed by this study is that while there are some excellent institutions in the west, yet on the whole the western institutions are not as well organized or conducted as those in the east; that there is more disposition to retain children in institutions in the west than in the east. And it is unquestionably true that the child-placing societies of Eastern Pennsylvania are better organized and better supported than in the west, and that there is a spirit of co-operation and team work among the different child-placing societies which is for the most part absent in the western section.

## THE SUBSIDY SYSTEM IN CHILDREN'S INSTITUTIONS

The plan of subsidizing private institutions from the public treasury—especially from the state treasury—is practiced upon a very large scale in the state of Pennsylvania. Grants are made from the state treasury to private institutions for dependent, delinquent, deaf, blind, feeble-minded, and crippled children; also to private hospitals, homes for the aged, homes for incurables, and so on. State appropriations were given in 1912 to 301 private institutions,

# CHILD WELFARE WORK IN PENNSYLVANIA

TABLE F.—SUBSIDIES TO INSTITUTIONS FOR DEPENDENT CHILDREN IN FOUR STATES, 1912<sup>a</sup>

	New York	California	Maryland	Pennsylvania
<b>SUBSIDIZED CATHOLIC INSTITUTIONS</b>				
Number of institutions	58	16	10	19
Average number of children in care				
2 Number	21,894	2,923	1,438	3,543
3 Number per institution	377	183	144	186
4 Number per 100,000 inhabitants	240.2	122.9	111.0	46.2
<b>Expense of care of children in institutions</b>				
5 Amount	\$3,006,890	\$350,565	\$151,105	\$350,098
6 Amount per child	137	120	105	99
7 Amount per 100,000 inhabitants	32,993	14,745	11,665	4,567
<b>Public funds</b>				
8 Amount	\$2,356,330	\$208,070	\$56,766	\$70,036
9 Amount per institution	40,626	13,004	5,677	3,686
10 Amount per child	108	71	39	20
11 Amount per 100,000 inhabitants	25,855	8,751	4,382	914
<b>SUBSIDIZED NON-CATHOLIC INSTITUTIONS</b>				
Number of institutions	56	41	14	62 <sup>b</sup>
Average number of children in care				
2 Number	8,699	3,151	846	2,596 <sup>b</sup>
3 Number per institution	155	77	60	42
4 Number per 100,000 inhabitants	95.5	132.5	65.3	33.9
<b>Expense of care of children in institutions</b>				
5 Amount	\$1,589,220	\$579,328	\$130,038	\$466,546 <sup>b</sup>
6 Amount per child	183	184	154	180
7 Amount per 100,000 inhabitants	17,438	24,367	10,039	6,087
<b>Public funds</b>				
8 Amount	\$839,457	\$158,755	\$33,896	\$215,885 <sup>b</sup>
9 Amount per institution	14,990	3,872	2,421	3,482
10 Amount per child	97	50	40	83
11 Amount per 100,000 inhabitants	9,211	6,677	2,617	2,816
<b>ALL SUBSIDIZED INSTITUTIONS</b>				
Number of institutions	114	57	24	81 <sup>b</sup>
Average number of children in care				
2 Number	30,593	6,074	2,284	6,139 <sup>b</sup>
3 Number per institution	268	107	95	76
4 Number per 100,000 inhabitants	335.7	255.5	176.3	80.1
<b>Expense of care of children in institutions</b>				
5 Amount	\$4,596,110	\$929,893	\$281,143	\$816,644 <sup>b</sup>
6 Amount per child	150	153	123	133
7 Amount per 100,000 inhabitants	50,431	39,111	21,704	10,654
<b>Public funds</b>				
8 Amount	\$3,195,787	\$366,825	\$90,662	\$285,921 <sup>b</sup>
9 Amount per institution	28,033	6,436	3,778	3,530
10 Amount per child	104	60	40	47
11 Amount per 100,000 inhabitants	35,066	15,429	6,999	3,730

<sup>a</sup> Including private institutions only.

<sup>b</sup> Omitting Avery College.

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including no less than 81\* private institutions for children, as shown in Table F, in addition to 33 children's aid societies, five humane societies and one society for the prevention of cruelty to children; a total of 120 subsidized institutions and agencies for children.

In some states grants of public funds are made on a per capita basis, according to the actual service rendered. In Pennsylvania grants from the state treasury are usually made in the form of a lump sum to each institution, without any definite and uniform basis. Grants from county treasuries are made in many cases according to the actual service performed; for example, appropriations are made to reimburse children's aid societies for actual amounts paid out for the board of children.

It is generally agreed that the plan of making appropriations to private institutions in lump sums is inequitable and liable to abuse. There is a great temptation to allow such grants to come under partisan political influences, and it is practically impossible so to adjust them as to make a fair distribution.

## THE SUBSIDY SYSTEM IN FOUR STATES

There are four states of the Union in which the plan of public grants to private institutions has been pursued to a larger extent than in any other states. These are New York, California, Maryland, and Pennsylvania. There is submitted herewith a statement (Table F) exhibiting the amount of such appropriations in these four states.

We have arranged them in the above order because, in most cases, the ratios are in this order; Pennsylvania having the lowest ratio both of numbers and expense. We have separated the Catholic institutions from the non-Catholic institutions for the reason that there is a marked difference in the scale of expenses of the Catholic institutions, owing to the fact that they enjoy the unpaid services of Sisters and Brothers.

The following summary of the statistics in Table F furnishes material for an interesting study respecting the subsidy system:

\* Omitting Avery College.

# CHILD WELFARE WORK IN PENNSYLVANIA

SUMMARY OF TABLE F

	New York	California	Maryland	Pennsylvania
<b>Children per institution</b>				
All institutions	268	107	95	76
Catholic institutions	377	183	144	186
Non-Catholic institutions	155	77	60	42
<b>Number of children per 100,000 inhabitants</b>				
All institutions	336	256	176	80
Catholic institutions	240	123	111	46
Non-Catholic institutions	96	133	65	34
<b>Expense of care per child</b>				
All institutions	\$150	\$153	\$123	\$133
Catholic institutions	137	120	105	99
Non-Catholic institutions	183	184	154	180
<b>Expense of care per 100,000 inhabitants</b>				
All institutions	\$50,431	\$39,111	\$21,704	\$10,654
Catholic institutions	32,993	14,745	11,665	4,567
Non-Catholic institutions	17,438	24,366	10,039	6,087
<b>Public funds per institution</b>				
All institutions	\$28,033	\$6,436	\$3,778	\$3,530
Catholic institutions	40,626	13,004	5,677	3,686
Non-Catholic institutions	14,990	3,872	2,421	3,482
<b>Public funds per child</b>				
All institutions	\$104	\$60	\$40	\$47
Catholic institutions	108	71	39	20
Non-Catholic institutions	97	50	40	83
<b>Public funds per 100,000 inhabitants</b>				
All institutions	\$35,066	\$15,429	\$6,999	\$3,730
Catholic institutions	25,855	8,752	4,382	914
Non-Catholic institutions	9,211	6,677	2,617	2,816

Although the number of subsidized institutions in Pennsylvania (82\*) is 72 per cent of that in New York (114), the average population of the Pennsylvania institutions (76) is only 28 per cent as large as in the New York institutions (268), and 71 per cent as large as that of the California institutions (107).

The number of children in subsidized institutions in Pennsylvania out of each 100,000 population is only 80, one-fourth as many as in New York (336), one-third as many as in California (256), and one-half as many as in Maryland (176). This is doubtless due to the efficiency of the best children's aid societies in Pennsylvania and the wider development of the placing-out method.

The expense per child for maintenance is \$133 in Pennsylvania, as compared with \$150 in New York, \$153 in California, and \$123 in Maryland. It is important to note that while the average

\* Including Avery College.

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rate per child in the non-Catholic institutions in Pennsylvania (\$180) is nearly equal to that in New York (\$183) and that in California (\$184), though it is greater than that in Maryland (\$154), the average rate per child in the Catholic institutions of Pennsylvania (\$99) is much less than in New York (\$137) and California (\$120), and about the same as in Maryland (\$105). Catholic institutions have uniformly a lower rate of maintenance than non-Catholic institutions because, as already stated, the Sisters and Brothers serve without pay and thus reduce the salary cost; but it is impossible in these days to maintain a proper standard of institutional care for children for \$100 per year.

The expense of maintaining children in subsidized institutions for each 100,000 inhabitants in Pennsylvania (\$10,654) is one-fifth as much as in New York (\$50,431), one-fourth as much as in California (\$39,111), and one-half as much as in Maryland (\$21,704).

While the aggregate amount of public funds appropriated to children's private institutions in Pennsylvania (\$286,000) seems large, yet the amount appropriated to many of the institutions is entirely inadequate as appears from the facts stated below. The average amount appropriated per institution is: in New York \$28,000, in California \$6,400, in Maryland \$3,800, and in Pennsylvania \$3,500. The amount appropriated per child resident in subsidized institutions is as follows: in New York \$104; in California \$60; in Maryland \$40; and in Pennsylvania \$47. The amount of public funds appropriated per child in Catholic and non-Catholic institutions is as follows:

	New York	California	Maryland	Pennsylvania
Catholic.....	\$108	\$71	\$39	\$20
Non-Catholic.....	97	50	40	83

It will be observed that while the rate for Catholic and non-Catholic institutions is just about equal in Maryland, and the rate for non-Catholic institutions is 10 per cent less in New York and 30 per cent less in California, in Pennsylvania the rate for Catholic institutions is only 24 per cent of that for non-Catholic institutions. The result is that many of the Catholic institutions can not and do not provide adequately for their children with the funds

## CHILD WELFARE WORK IN PENNSYLVANIA

at their command. In 16 out of 27 Catholic orphanages and homes, the annual current expense is reported \$80 or less per child, and in 11, \$70 or less per child. Of the 16 institutions which spent \$80 or less per child, seven received no public money and nine averaged public grants of \$12.42 per child!

### NO GOVERNING PRINCIPLE OF DISTRIBUTION

In view of these facts, the low rate of public subsidies in Pennsylvania can not be commended as an economy. If public appropriations are to be made to private institutions, they should be sufficient to permit adequate care.

There appears to be no governing principle in the distribution of public funds to institutions. We find that in 13 subsidized institutions, whose average population was 25 or under, the amount of public funds per child and the percentage of current expense taken from public funds were as follows:

Public funds per child	Per cent of current expense from public funds	Public funds per child (continued)	Per cent of current expense from public funds (continued)
\$147	57	\$46	32
127	48	28	27
91	45	19	7
88	39	18	12
80	38	16	12
62	37	11	18
60	52		
Average 13 institutions		64	35

Out of 38 child-caring societies which receive public funds, there are 14 whose expenses are less than \$500 each, and whose income from public funds is less than \$160 each. These 14 societies are those of the counties of Fayette, Clearfield, Washington, Elk, Mercer, Clarion, Butler, Greene, Center, Armstrong, Potter, Jefferson, Beaver, and Cameron.

The amounts expended for current expense and the amounts of public funds received for each of these 14 societies are:

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Current expense	Public funds	Current expense (continued)	Public funds (continued)
\$476	\$121	\$167	\$128
428	102	107	127
368	53	142	94
271	121	105	3
210	101	88	99
202	157	76	21
171	89	31	28

There does not seem to be any sufficient reason why public funds to the amount of \$3.00 or \$21 should be appropriated to assist in the maintenance of a society in any one of these rich counties of Western Pennsylvania whose total expenditures are \$500 or less. It is doubtless true that the public appropriation is largely responsible for the pitiful amount expended by these societies. People say: "The state is supporting this work, therefore it is not necessary for us to contribute." These 14 societies undertake to place children in family homes, and some of them pay board for children in family homes. As we have already stated, placing children in family homes is a technical and expert work, which should be performed only by people of special training and efficiency.

If public appropriations are to be continued to these small societies they should be conditioned upon the employment of competent paid agents and the maintenance of a strict and faithful watch-care over children placed in family homes.

### INADEQUATE STATE SUPERVISION

The law requires that the state board of public charities shall make a recommendation to the legislature with reference to each institution which applies for a state appropriation. This recommendation is based, first upon a visit and report by an agent of the board and, second, upon hearings given by the board to representatives of the several institutions. The reports of visits average about 50 words each. The following is a sample report:

"Children's Home ..... October 12, 1911. Capacity, 75. Inmates, 36 boys and 14 girls. Home is in good condition throughout, large comfortable rooms and plenty of ventilation. Beds are clean and comfortable; toilets and baths clean, although some are old. The school



#### CHILD WELFARE WORK IN PENNSYLVANIA

room is large and has plenty of light. The children are all well and appear to be happy."

These reports are necessarily so brief that it is impossible to give information with reference to the quality and scope of school work, the competence and efficiency of employes, budgets, expense per child, rates of salaries, dietaries, and other important items. The board has only two visiting agents for 300 institutions.

The hearings before the board are necessarily hasty. If 300 institutions were given ten minutes each, that would amount to 3,000 minutes, equal to 50 hours, amounting to eight days of six hours each. The writer attended two such hearings where he saw representative people of Philadelphia, Harrisburg, and Pittsburgh awaiting their turn for an hour or two at a time. When at last they were ushered into the board room they found a weary committee, drowned in a mass of heterogeneous information. They were exhorted to be brief and were limited to perhaps ten minutes in which to set forth the needs and deserts of an important institution. Under such circumstances it was impossible to present the claims of an institution intelligently and it was impossible for the board or its committee to receive or retain a clear impression of the several applicants. The writer was informed that some institutions remained unrepresented, preferring to trust their interests to the intelligence and right purpose of the board rather than to try to present their claims under such difficult circumstances.

Acting upon such information as it could obtain, the state board has been accustomed to make its recommendations to the legislature, but it appears that these recommendations have been lightly regarded because the legislative committee made an inquiry and held hearings of their own. It became necessary for the representatives of the institutions to go through the same process of long waiting and hasty presentation before a weary and confused committee. When the legislative committee had agreed upon and passed the appropriation bills, that was not the end of the matter. The legislature invariably voted appropriations in excess of the expected revenues of the state, and the governor was obliged to cut down the appropriation bills, in accordance with his consti-

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tutional privilege, in order to keep them within limits. It again became necessary for the institutions to bring to bear such influences as they could command upon the governor to protect their appropriations. It was simply impossible for the governor to make an equitable adjustment of this matter. He had to do the best he could and the temptation was to make his reductions along the lines of least resistance, so that modest boards of trustees who desired to avoid unnecessary trouble and annoyance to the governor were likely to suffer for their forbearance.

It is encouraging to note that the appropriations committee of the last legislature discouraged the plan of holding hearings and announced their intention to follow the advice of the state board of public charities. The rational method would seem to be to place a gross sum at the disposal of the state board of public charities and to have them distribute it on the basis of actual work performed, taking into account the resources of the institutions from local appropriations, endowments, donations, and pay patients, and withholding grants from institutions which do not maintain adequate standards of equipment and efficiency. The state board of public charities should have a sufficient force of competent investigators to enable them to do the work so efficiently as to command the confidence of the legislature and the people.

It is suggested that the state of Pennsylvania should abandon the plan of making lump appropriations to 300 institutions in the present haphazard fashion and, if the subsidy plan is to be continued, should adopt the plan of paying for actual work done, on a weekly or monthly per capita basis, as is done by the counties of Eastern Pennsylvania in their dealings with the Pennsylvania Children's Aid Society. If this plan is adopted, however, it should be carefully safeguarded in order to avoid the difficulties which have been experienced in the management of subsidies on the per capita basis in the state of New York.

The safeguards to be adopted should include the following:

First, a careful case study by efficient agents to determine whether the child is a proper subject for the care of an institution or a child-placing society and, if so, whether it should be cared for as a dependent, a neglected, a defective, or a delinquent child. This

## CHILD WELFARE WORK IN PENNSYLVANIA

study should determine the question whether the child's mother is fit and competent to care for it and, if so, provision should be made, if necessary, under the mothers' pension law.

Second, the establishment of minimum standards of institutional care and treatment. These minimum standards should not be less than the following: That the institution shall be certified annually by the state board of public charities or a state board of children's guardians as having a competent board of trustees; an efficient superintendent; an adequate and properly paid employe staff; sanitary, comfortable, and suitable buildings, not overcrowded; proper school facilities and, if children are kept beyond the age of twelve years, proper industrial training; and such financial resources as will enable the trustees to preserve these standards when once established. Public appropriations should be strictly forbidden to institutions which do not meet these requirements.

Third, the supervising state agency should be authorized to prescribe or provide thorough and continued supervision over children passing from the care of institutions and societies until they are safely established in life. The state board of public charities or board of children's guardians should have liberal appropriations to enable them to perform these duties.

Fourth, corresponding standards of efficiency should be established with reference to child-placing societies receiving public funds, and similar precautions should be taken to insure the welfare and happiness of children placed in family homes by such societies.

It would be useless to undertake such work as has been recommended without an adequate force. Instead of the present staff of two visitors for the entire state, the state board of public charities would require at least 20 visitors. The state of Massachusetts, with less than half the population of Pennsylvania, employs 40 children's visitors, besides the necessary clerical force. But such a plan would, in the end, save the state far more than its cost by relieving the institutions of the care of children who could be suitably cared for by parents, relatives, or foster-parents.

On the other hand, the expense of the system would have to

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be increased by such a sum as might be found necessary in order to insure the proper care and maintenance of children, taking into account the increased cost of living.

### A STATE PROGRAM OF CHILD WELFARE

This study of the child welfare work of Pennsylvania reveals the fact that no comprehensive or logical plan has ever been attempted. The question whether the need of any particular class of children shall be met has been determined by the individual caprice of some testator, or by the generous impulse of some group of women, or by the personal initiative of some legislator. Generous and adequate provision has been made for the needs of some classes of children, while others equally deserving or equally in need have been neglected.

The provisions for certain classes of children are abundant in some sections of the state, while in other sections they are lacking, and the resources and efficiency of child-placing societies are much greater in some parts of the state than in others. There is excellent provision for delinquent boys and girls in institutions, but entirely inadequate provision for their watch-care and guidance after dismissal from the institutions. Some counties provide well organized juvenile courts with competent judges and probation officers, while others absolutely ignore the juvenile court law and leave their children to be dealt with by police magistrates, without any probation officers.

Millions of dollars have been provided for the care of normal orphan girls, which can not be used because the girls of that class are so few. At the same time, thousands of defective girls are allowed to run at large and to reproduce their kind for lack of sufficient institutional provision.

### A STATE PROBLEM

The only way in which the problem can be adequately solved is from the viewpoint of the state at large. It is impossible for municipalities to deal adequately with these different classes of children except in the most populous and wealthy communities,

